DOCUMENT RESUME

ED 127 310 SP 010 347

AUTHOR Naylor, David T.
TITLE Values: Law-Related Education and the Elementary School Teacher.
INSTITUTION National Education Association, Washington, D.C.
PUB DATE 76
NOTE 28p.
AVAILABLE FROM NEA Publications, Order Department, The Academic Building, Saw Mill Road, West Haven, Connecticut 06516 (Stock No. 0708-5-00)

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS *Class Activities; Classroom Games; *Elementary Education; *Instructional Aids; Justice; *Law Instruction; Laws; *Teaching Guides; Teaching Techniques; *Values

ABSTRACT

In many respects, law-related education is values education because it is a vehicle for confronting vital issues, for clarifying value positions, for exploring moral and ethical reasoning, and for fostering a search for effective ways to deal with or resolve contemporary value conflicts. It is clear that many elementary and secondary school teachers are becoming increasingly aware of the need for this kind of law-related education in the schools. It is also apparent that many teachers feel they lack both sufficient substantive knowledge of the law, legal issues, and legal systems, as well as the appropriate methodology for teaching law-related issues in the classroom. This pamphlet is predicated on a belief that law-related education is eminently well-suited to and needed at the elementary school level, and is a result of a desire to aid the elementary school teacher in developing appropriate classroom materials. The lessons included are intended to serve as models to illustrate a range of approaches that can be used at the elementary school level. Techniques described are: (1) checklist; (2) open-ended statement; (3) poll; (4) continuum; (5) rank order; (6) forced choice; (7) pictures/cartoons; and (8) simulation/role play. Each sample lesson should be regarded as part of a larger unit of study, and sequenced to build upon the information, judgment, insight, and skills derived from previous lessons. (MM)

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ED127310

VALUES

Law-Related Education and the Elementary School Teacher

by David T. Naylor

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Library of Congress Cataloging in Publication Data

Naylor, David T. 1941–
Values, law-related education, and the elementary school teacher.

Includes bibliographical references.
1. Law–Study and teaching (Elementary)–United States. I. Title.
KF4208.5.L3T38 372.8'3 76-27704
ISBN 0-8106-0708-5

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LAW-RELATED EDUCATION

From meager beginnings in the late 1950's and early 1960's, a movement has been rapidly growing in influence and vitality, a movement which promises to have a marked effect on the curricular offerings of the elementary (and secondary) schools of this nation. That movement, alternatively described as "law studies," "law-focused education," and "law-related education," emphasizes both the need for and the obligation of American schools to promote law literacy among the nation's school-age youth.

Although law-related education has long been a part of traditional school curricula, most commonly under the aegis of citizenship education, it has not received the attention or emphasis it merits. And, in those instances in which at least some attention has been given to law-related education, concepts and issues have not been taught very well. These have been the findings of numerous studies.[1]

Abundant literature exists that sets forth a theoretical base for the law-related education movement.[2] Teachers should become familiar with its theoretical considerations so that they can understand the rationale behind law-related education. Otherwise, they might become mere technicians, victims of all of the shortcomings which that term suggests. With technicians rather than practitioners (teachers), law-related education will suffer the continuing fate of past neglect due to a lack of present understanding.

Law-related education must be expanded beyond its narrowly perceived role of the past. It involves far more than mere memorization of important documents or the names of landmark Supreme Court decisions. It goes far beyond just a study of selected documents, laws, and cases themselves that gives little attention to their relationship to the person and contemporary society. As Ronald A. Gerlach and Lynne W. Lamprecht have advised:

> Law studies instruction should be used as a means to teach children about their society and its values; to encourage students to think critically and rationally about societal problems and conflicts; . . .to encourage students to participate in, and contribute to, their society and its system of laws and government.[3]

In many respects, law-related education is values education. As Isidore Starr has observed, "Law studies, by their very nature,

force students to grapple with and analyze the issues in a value conflict."[4] The law embodies society's values, and legal issues inevitably are issues focusing on specific value conflicts. These conflicts can be between individuals or between individuals and the state. Furthermore, as Starr has pointed out, "These are not conflict [sic] between good values and bad values: the problem here is which of the good values deserve priority in our hierarchy of values at a given time and place."[5] Law-related education is values education because it is a vehicle for confronting vital issues, for clarifying value positions, for exploring moral and ethical reasoning, and for fostering a search for effective ways to deal with or resolve contemporary value conflicts.

It is clear that many elementary and secondary school teachers are becoming increasingly aware of the value and need for this kind of law-related education in the schools. It is also apparent that many teachers feel they lack both sufficient substantive knowledge of law, legal issues, and legal systems as well as the appropriate methodology for teaching law-related issues in the classroom.

Recognition of these needs has resulted in the emergence of a large and diverse number of teacher-training programs for law-related education in almost every state of this nation. While significant differences exist with respect to the training programs' content, emphasis, approach, and length, virtually all agree upon and emphasize the need for training teachers in substantive law and appropriate educational methodology. The popularity of these training programs, especially the summer institutes (in addition to the mushrooming number of workshops, clinics, and session presentations scheduled at national, regional, state, and local meetings of professional education groups), offers clear evidence of growing teacher interest in the law-related education movement and the teachers' desire for additional training in this area.

Concomitant with the interest in law-related education by elementary (and secondary) school educators has been the production of a large number of instructional materials designed to enhance classroom implementation. These materials vary considerably and range from a conceptual to a practical, "street-law" approach. Most are available from commercial publishers, while others are available from independent projects which produce their own materials, including the Law in a Free Society Project, Santa Monica, California, Constitutional Rights Foundation, Los Angeles, California, and Cincinnati Center for Law-Related Education, University of Cincinnati.

The Special Committee on Youth Education for Citizenship (YEFC) of the American Bar Association has published four annotated catalogs to aid educators in keeping up-to-date with the large numbers of available materials:

- *Bibliography of Law-Related Curriculum Materials: Annotated*, 1974 (First Edition) 1976 (Second Edition).
- *Media: An Annotated Catalogue of Law-Related Audio-Visual Materials*, 1974.
- *Gaming: An Annotated Catalogue of Law-Related Games and Simulations*, 1974.

Together, they provide a rich resource describing the many types of law-related educational materials available to the classroom teacher, with brief descriptions and suggested grade-level usage.

Despite the popularity and apparent availability of instructional materials suggested by the YEFC catalogs, a critical need exists for appropriate materials at the elementary school level. In a March 1975 article, Roger Berg opined, ". . . the impact of law on elementary school social studies materials has been negligible."[6] An examination of the three catalogs published in 1974 supports that opinion. While there is a greater amount of material specifically designed for use at the elementary level in both the *Media* and *Gaming* catalogs, the *Bibliography* identifies few textual materials for use at the elementary school level. In his analysis of that publication, Berg pointed out that the *Bibliography* contains descriptions of only two commercial texts usable below the seventh-grade level in its more than fifty pages of annotated listings.

In late Spring 1976, the YEFC published the second edition of its *Bibliography*. The second edition, a work which contains more than ninety pages of annotated listings, identifies many more textual materials suitable for use at the elementary school level than the earlier edition. While clearly illustrating the growing numbers of textual materials becoming available for use with elementary school students, the second edition of the *Bibliography* also serves as a reminder of how much more remains to be accomplished in this important area.

Elementary school teachers thus face important obstacles when seeking to implement a program of law-related studies in their classrooms. Even if teachers avail themselves of special training, discovery of a lack of suitable materials for use with elementary school students is a severe blow. This article is predicated on a belief that law-related education is eminently well-suited to and needed at the elementary school level, and this article is the

result of a desire to aid the elementary school teacher in developing appropriate classroom materials. The lessons which follow are intended to serve as models to illustrate a range of approaches that can be used at the elementary school level.

CHECKLIST*

Suitable for use in many different situations, the checklist is a versatile means for encouraging students to express their views and values about a particular subject. It is particularly well-suited for use in law-related education.

How Do You View the Police?

____ Bossy	____ Fair	____ Understanding
____ Brave	____ Foolish	____ Unfair
____ Calm	____ Friendly	____ Unfriendly
____ Cowardly	____ Helpful	____ Unimportant
____ Critical	____ Honest	____ Useful
____ Dishonest	____ Important	____ Useless
____ Disliked	____ Kind	____ Well-liked
____ Excitable	____ Mean	____ Wise

Procedures:

1. Distribute the above list of words to every student. Ask each one to check those words which best suggest his/her feelings or thoughts about the police.
2. Upon completion, ask the class to categorize the words which appear in the list on the basis of those which suggest a positive feeling and those which suggest a negative feeling about the police. Use the chalkboard to indicate how the class grouped the words into these two categories.
3. Using a show of hands, obtain a class consensus for each of the words appearing on the list. After each word, or upon completion of the entire list, the teacher may ask students to explain why they did or did not check a particular word.
4. After obtaining a class consensus, the number of positive and negative words may be added using a number criteria (e.g., words chosen by 50 percent or more of the class). By subtracting the smaller sum from the larger sum, the result may be used to indicate whether the class, in general, has a positive or negative feeling about the police.

*Based on an exercise by David T. Naylor which originally appeared in the Fall, 1975 issue of *Focus on Law*. Reprinted by permission of the Center for Law-Related Education.

5. In addition to the class activity, students may use this process for a personal inventory of their feelings about the police.

Follow-up:

1. Upon completion of the above, the results may be used as a tentative hypothesis about the police. Other activities should follow to provide additional information about the police, including field observations, interviews, and a classroom visit by a police officer on one or more occasions.
2. The checklist may be used in a pre-test, post-test format. After completion of a unit of study about the police, the same checklist may be administered again in the same manner. Results may be compared for similarities and differences in responses with appropriate discussion and analysis.

OPEN-ENDED STATEMENT

The open-ended statement is another strategy that may be effectively employed at the elementary school level to encourage students to express and explore attitudes, beliefs, and values about a particular subject, profession, or institution. It is especially valuable for use prior to beginning a unit of study.

Several types of unfinished, open-ended statements may be utilized, each having a different purpose, as shown in the following examples.

> If I were chosen to form a police department, I would . . . .
> I think police should . . . .
> If I were a police officer, I would . . . .

The lesson below illustrates a way in which this projective technique may be used in a classroom situation.

What Is a Police Officer?

When I think of a police officer, I think of . . . .

Procedures:

1. Write the open-ended statement on the chalkboard.
2. Ask students to indicate the words that come to mind when such a statement is made. Students may volunteer responses or the teacher may call upon each student for a reply.
3. List all words on the chalkboard, respecting all contributions and refraining from evaluative judgments about the merits of individual responses.
4. After all students have had an opportunity to respond, the teacher may wish to ask students to reveal their reasons for suggesting a particular word or phrase.

Follow-up:

1. Based on student responses, develop a class profile in one or two paragraphs. Place the profile on a large

piece of oak tag and display in a prominent place in the room.

2. Treat the class profile as a hypothesis, referring to it periodically as the unit progresses. In light of additional information, changes should be permitted when deemed necessary by the class.

POLL

The poll or questionnaire is a popular value indicator applicable at all levels of education. Among its advantages are: (1) ease of administration, (2) speed in giving students an opportunity to publicly express their individual feelings about selected issues, (3) means for demonstrating that there is likely to be a wide spread of beliefs and values about issues, (4) indicator of student and class feelings about an area to be studied, (5) stimulator of student interest and involvement, and (6) flexibility for use in a wide range of situations.

Several responses may be utilized, including simple true-false, agree-disagree responses, and more complex multiple choice, strongly agree, agree, uncertain, disagree, strongly disagree responses. While a spread of opinion is often desirable, particularly with respect to intensity of feeling, too many choices may be difficult for younger students to handle. Hence, the teacher should exercise care in the choice of poll items and range of responses.

Police Poll

Responses			Item
Agree	Disagree	Not sure	1. The police are criticized too often.
Agree	Disagree	Not sure	2. The police treat all people fairly.
Agree	Disagree	Not sure	3. We would be better off without the police.
Agree	Disagree	Not sure	4. People who are arrested by the police must be guilty of something.
Agree	Disagree	Not sure	5. The police pick on young people.
Agree	Disagree	Not sure	6. Innocent people have nothing to fear from the police.

Procedures:

1. Give each of the students a copy of the poll. Tally class results by having the students raise their hands after each item indicating their response.

2. After each item, or upon completion of the poll, have students discuss their differing views, indicating their reason(s) for the position taken.

CONTINUUM

The continuum is a method by which students are exposed to a wide range of alternatives. It is effective as a means for getting beyond "yes-no," "either-or" thinking, for it graphically illustrates that responses are not always in those terms.

How Serious An Offense?

Most Serious Offense ——— Least Serious Offense

Instructions: Consider the actions of each of the following persons. Put their initials on the line above in the place you feel they belong.

A. John Williams (JW), who crossed streets every place except where he was supposed to cross them.

B. Laura Carson (LC), who took CB radios from the parked cars of strangers.

C. Arnold Sellers (AS), who burned down the vacant house near the playground.

D. Sally Lawson (LS), who took things from stores without paying for them.

E. Vince Dawkins (VD), who sprayed paint on the walls of the school.

F. Alice Robbins (AR), who held up the gas station with a toy gun and took money from the cash register.

Procedures:

1. Using a ditto master, reproduce the continuum line and the names and descriptions of the persons listed above. Distribute a copy to each student.
2. Explain the instructions, and ask students to put the initials of each of the six persons at different places on the continuum.
3. While students are working at their desks, draw the continuum on the chalkboard. Next, make a line in the front of the room with masking tape.

4. When students are finished, ask them to come to the front of the room and stand at the place on the line where they put John Williams.
5. Mark on the chalkboard continuum the place where most students are standing. Ask several students who are standing at different places on the masking tape line to explain why they chose that location.
6. Repeat this process until, eventually, all six persons have been considered and their initials have been placed on the chalkboard continuum.
7. Discuss how easy or difficult the task was for the students to complete. Explore reasons for different student choices.

Follow-up:

1. The particular offenses may be identified and explained (e.g., jaywalking, arson, shoplifting, armed robbery, etc.).
2. Use this exercise to develop an awareness of felonies (i.e., serious crimes) and misdemeanors (i.e., less serious crimes) and the difficulty society has in distinguishing between them.

RANK ORDER

More structured than a continuum exercise, the rank order strategy is also an effective device for providing opportunities for choosing between a number of competing alternatives. Students must go beyond a first choice and assign a rank to each of the competing alternatives on the basis of individual preference, belief, values, and/or perceptions.

How Important a Problem?

_____

_____

_____

Most Important Problem — Least Important Problem

Instructions: Consider the following problems and rank them on the basis of how important each is to you. Give each a number from one to seven, with 1 = most important problem and 7 = least important problem. Each problem is to be given a different number. No two problems can be given the same number.

A. Pollution
B. High Taxes
C. Discrimination
D. Too Few Jobs
E. High Prices
F. Too Many Poor People
G. Crime

Procedures:

1. Give each student a copy of the rank order scale and list of problems as provided above. Have each one individually complete the exercise.
2. Place seven pieces of different colored construction paper on the floor in the front of the room. They should be at least two to three feet apart. Number each of these pieces from one to seven.

3. After students have completed ranking the problems at their seats, ask each to come forward and stand on the piece of paper with the number they chose for "pollution."
4. Repeat for each of the problems. Use the results to obtain a class consensus and as an indicator of value spread.
5. Discuss and analyze the results. Explore student reasoning for disparate positions.

Follow-up:

1. Divide students into groups on the basis of the problem they selected as most important (or second most important, if necessary).
2. Ask each group to collect information supporting their choice. Pictures may be drawn or collected from magazines and newspapers. Articles may be found and shared with the class.
3. After each group has shared its findings with the class, the rank order exercise may be repeated to determine if, as a result of the new information, students have changed their views.

FORCED CHOICE*

Closely akin to the continuum and rank order exercises is the forced choice strategy. In this strategy, students are asked to choose between at least two or more different alternatives, a process by which they are led to examine their feelings and values and express them publicly. This exercise which follows provides an added degree of sophistication since individual item analysis is encouraged and an overall profile analysis is necessitated.

Making Decisions – At What Age?

Instructions: When are young people old enough to make decisions for themselves? Consider the following and circle the age at which you believe a young person is able to make a reasonable decision in the matter and accept responsibility for that decision.

Decision	Age Level					
A. What to wear	6	9	12	15	18	21
B. Whether to go to church	6	9	12	15	18	21
C. What movies to see	6	9	12	15	18	21
D. When to marry	6	9	12	15	18	21
E. Whom to vote for	6	9	12	15	18	21
F. When to date	6	9	12	15	18	21
G. Whether to go to school	6	9	12	15	18	21
H. When to go to bed	6	9	12	15	18	21
I. Whether to smoke cigarettes	6	9	12	15	18	21

Procedures:

1. Distribute a copy of the chart above to every student. Have the students complete it at their own desks.
2. Obtain a spread of class opinion by a show of hands for each of the nine items.
3. Record all responses on the chalkboard as illustrated below.

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SAMPLE TALLY

Decision	Age Level 6	9	12	15	18	21
A. What to wear	12	8	4	1	0	0
B. Whether to go to church	2	6	10	5	1	1
C. What movies to see	3	9	10	3	0	0

4. Discuss and analyze the results.

Follow-up:

1. Have students analyze the responses as a whole. What age level was chosen most frequently by the class? Introduce the concept of "age of majority." How does that age compare to the age chosen most frequently by students? Compare responses to items pertaining to voting, marrying, and attending school with those pertaining to deciding what to wear, whether to go to church, and when to go to bed.
2. In those instances when students thought young people were too young to make the decision, who do they feel should make the decision (e.g., parents, government through laws, etc.)?
3. Ask: If a person is not considered mature enough to make reasonable decisions for himself/herself, should that person be held responsible for them? For example, should a six-year-old who pulls out the tomato plants in a neighbor's garden be treated the same as if a twelve-year-old did it? As if a twenty-one-year-old did it? Discuss.

PICTURES/CARTOONS*

Especially at the primary grade level, the use of pictures and cartoons can be an effective means for introducing and increasing awareness of the law and the legal system. Exercises designed to have students draw their own pictures or find them in newspapers and magazines are common classroom activities. As in the exercise which follows, pictures and cartoons can be used to encourage students to express and clarify their ideas, attitudes, and values about a number of subjects, including the police.

What Do the Police Do?

Procedures:

1. Ask students either to draw or find a picture in a magazine or newspaper of a police officer doing a particular job which best represents their impression of what the police do. (The teacher may wish to provide the necessary materials and have this assignment completed in class.)
2. Paste each of the pictures students have selected on a large poster board so that all children will be able to see them clearly.
3. Request that each student print in large letters a caption below the picture which explains what is happening in the picture (e.g., "To The Rescue," "Crime Does Not Pay").
4. Have children, one at a time, hold up their picture, read their caption, and indicate the task being performed. Write both the task and the caption on the chalkboard. Post all pictures in locations around the room.
5. Permit students to comment on and react to the pictures after each is shown to the class or after all have been shown.
6. Inquire if any of the students, members of their families, or friends have seen or had a similar experience. Have students describe the incident in detail and their reactions to the inci-

*Based on an exercise by David T. Naylor which originally appeared in the Fall, 1975 issue of *Focus on Law.* Reprinted by permission of the Center for Law-Related Education.

dent or the reactions of others known to them. How did they feel about the way the police acted?

7. The teacher may ask students next to analyze all of the pictures and tasks listed on the board to determine if some important police tasks have been neglected. If there are omissions, the teacher should lead a discussion focusing on those tasks that were omitted and why this was the case.

Follow-up:

1. Among the many possible follow-up activities to this strategy is one in which students are asked to group the pictures into the following categories: Very Important, Important, and Not Very Important.
2. A second possibility would be for students to estimate how much time the police typically devote to the various tasks that have been identified. A pie graph exercise is suitable for this purpose. Provide students with a large circle. Group the identified tasks into general categories (e.g., traffic control, crime fighting, providing emergency services, etc.). Have students divide the circle according to the amount of time they believe the police devote to these tasks. Additional information, including the use of a police officer as a resource person in a classroom visit, may be used to provide additional information, deeper understanding, and perceptual accuracy. Another approach is to have students divide the circle on the basis of the amount of time they believe the police should be devoting to these tasks.

SIMULATION/ROLE PLAY

Role play and simulations are valuable means for students to engage in value clarification and inquiry. They are well-suited to law-related instruction at the elementary school level. For example, "Pro Se Court,"[7] a simulation/role play experience designed for elementary school children, is based on the small claims court. In this simulation, the class is divided into groups of three—a judge, a plaintiff, and a defendant—and asked to reach a judgment in a selected case. The roles are rotated with two new cases so that the children have an opportunity to play the roles of all three figures in three different case situations. Variations of other simulation/role play situations such as the popular "Police Patrol Game,"[8] the mock trial, and the moot court are easily created by the teacher and adapted to a particular grade level and class. The role play/simulation indicated below illustrates how this technique may be used in an elementary school classroom.

Trouble in the Classroom

Instructions: Divide students into groups of four. One should assume the role of the teacher, one the role of the complaining student, another the role of the student accused of committing a particular act, and the fourth to serve as an observer.

The teacher's job is to determine what has been done, who is responsible for doing it, and how the situation is to be resolved. The observer's role is to function as a neutral observer of what is going on and to report those events to the class as a whole.

Situation 1: During recess, a student informs the teacher that one of the other students cheated on the math test given earlier that day. The student claims the other student kept looking at her paper during the test and copying her answers. The teacher asks both students to meet with him after school. When confronted, the other student denies the accusation.

Situation 2: During lunch hour, the teacher discovers two students fighting. She manages to break up the fight and asks both students to come to her room immediately. In the room, one student claims the

fight began when the other student called him a name. The other student, however, admits to name-calling but insists this was only after the first student kicked him in the leg and punched him in the back.

Situation 3: Before class begins, a third-grade student comes to the teacher with tears in his eyes. He claims a fifth-grade student had been picking on him and broke his lunchbox by stepping on it. When the fifth-grade student appears, he denies the charge and claims the third-grader did the damage himself.

Procedures:

1. Divide the students into groups of four as shown in the instructions above. Assign roles or have students choose their own.
2. Either have the students role play the situations simultaneously or have one group role play the situation before the class.
3. After the situation has been resolved, ask the observer to report to the class on what has happened. The observer should be objective as well as give her/his own opinion.
4. Following the observer's report, the situation can be analyzed with such questions as: (a) How realistic was the situation? Could it have happened? (b) How accurate was the observer's reporting of the incident? (c) Was the situation handled in a way that was fair to both students? (d) How else could the situation have been handled?
5. Those directly involved in the role playing incident may be asked to comment on how they felt in the role, what problems they experienced, and which role they felt was the more difficult. They should also be asked individually to indicate whether they felt the situation was handled fairly.

Follow-up:

1. Roles may be exchanged with students to give them the opportunity to play different roles in different situations.
2. This exercise may be used to stimulate a discussion of fairness or justice and what procedures would be necessary to assure that justice results (e.g., Is there a need for due process? A right to obtain and cross-examine witnesses?).

CONCLUSION

While content is important, law-related education involves more than a mere mastery of legal facts or decisions. It is an important vehicle for developing critical thinking skills and the clarification of values and attitudes. Achievement of these goals, however, is a time-consuming process. It requires skilled, patient, and understanding teachers and involved, trusting, and respectful students. These are qualities which must be nurtured and need both time and care to be realized.

Effective law-related education also requires direction. Without clear direction, value clarification exercises, such as those above, become mere gimmicks and isolated lessons which, while they may be enjoyable, have limited educational benefits. None of these sample lessons can thus stand on its own. Each should be regarded as a part of larger units of study, units that are logically organized and sequenced to build upon the information, judgments, insight, and skills derived from each lesson in furtherance of a larger concept, topic, or skill.

Now, perhaps more than ever before, there is a great need for all citizens to develop the skills to deal with the difficult and ever present social, political, and economic issues that confront us. The school cannot afford to stand by idly. Not all educators may be willing to accept the conclusion of the American Bar Association's Special Committee on Youth Education for Citizenship that "those concerned with education must place as much emphasis on teaching legal and moral reasoning skills through law-related education as they currently place on teaching reading, writing, and arithmetic."[9] However, most educators will find little disagreement with Isidore Starr's hope that "perhaps all of us involved in education will marshall our resources to make our society a little more civil, a little more dignified, a little more sensitive to liberty and to justice and to equality and, hopefully, a little more honest."[10] Law-related education provides an opportunity whereby we as a society may come closer to the realization of these goals.

FOOTNOTES AND REFERENCES

[1]See, for example:

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[2]See the following:

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[3]Gerlach and Lamprecht, *op. cit.*, pp. 3-4.

[4]Starr, Isidore. "Law Studies in the Schools Today." *Southwestern Journal of Social Education* 6: 18; Fall-Winter 1975.

[5]*Ibid.*

[6]Berg, Roger. "A New Model for Law-Focused Education." *Social Education* 39: 163; March 1975.

[7]Gallagher, Arlene, and Hartstein, Elliott. "Pro Se Court: A Simulation Game." *Law in American Society* 2: 26-30; May 1973.

[8]"Police Patrol" is a simulation on the role of the police. It is available as a kit from: Simile II, 1150 Silverado, La Jolla, CA 92031.

[9]American Bar Association, *op. cit.*, p. 5.

[10]Starr, *op. cit.*, p. 20.